

Chapter 3: Description of Juvenile Facilities and the Confined Juvenile Population

This chapter describes juvenile facilities and the confined juvenile population, providing the background for a description of the conditions of confinement discussed in Chapters 4 through 7. In this report "confined juveniles" refers to juveniles in four categories of facilities: detention centers; reception centers; training schools; and ranches, camps, and farms. We excluded those held in halfway houses, group homes, and shelters (Chapter 2). The primary source of data for this chapter is the 1991 CIC census of juvenile facilities, conducted by the U.S. Census Bureau. This census provides two kinds of data. First is information on the previous year, such as the total number of admissions and the average length of stay of juveniles released during the year. Second is information about the population present in the facility on a specific date. For example, the 1991 CIC provides information on the average daily population and the average length of stay for 1990, as well as information on the characteristics of the juvenile population held on February 15, 1991. Except for data on admissions and length of stay, we generally rely on the date-specific population in describing juvenile facilities.¹

This chapter is divided into two sections—Section A, which describes the current juvenile population, and Section B, which describes recent trends. Our focus is on juveniles rather than on facilities. Unless specifically noted otherwise, figures refer to averages or incidence for juveniles. For example, we report the percentage of juveniles held in detention centers rather than the percentage of facilities that are detention centers.

A. Description of the Current Confined Juvenile Population

There were 680,887 admissions to juvenile detention centers, reception centers, training schools, and ranches² in 1990 (Table 3-1). Juveniles discharged in 1990 spent an average of between 15 days (in detention centers) and 32 weeks (in training schools) in confinement.³ As a result, the average population confined on any given day was 63,313, less than one-tenth of total yearly admissions.

As might be expected, detention centers account for the bulk of admissions (84 percent). However, because of their relatively short length of stay (15 days), they house less than one-third of the confined juvenile population on a given day (Table 3-1). There are relatively few reception centers, and they account for a much smaller proportion of admissions and juveniles confined on a given day (3 percent). Juveniles placed in reception centers stay an average of nearly 5 weeks (34 days). Training schools account for 10 percent of admissions, but 54 percent of confined juveniles. Juveniles released from training schools in 1990 were confined for an average of approximately 32 weeks (225 days).

¹ We rely upon date-specific population counts because they are available for all facilities, by type of facility, from 1979 to 1991. Data on the average daily population are available by facility type only between 1987 and 1991.

² Hereinafter, all references to ranches also include camps and farms.

³ These data are based on the average length of stay reported by institutions in the CIC census for the prior year, and therefore reflect the duration of confinement for juveniles released during that year. All estimates of the average duration of confinement reflect the experience of juveniles discharged the year before the CIC census. In these analyses, the average duration reported by each facility is weighted by the number of juveniles discharged during that year to give greater weight to facilities with higher turnover, therefore understating the confinement period for juveniles held on any single day. Juveniles with longer lengths of stay account for a small proportion of those discharged, but a larger proportion of the juveniles confined on any given day.

Table 3-1

**Juvenile Admissions,^a Average Daily Population,
and Reported Average Length of Stay, 1990***

	Detention Centers	Reception Centers	Training Schools	Ranches	Total
Admissions					
Number	569,902	21,591	71,788	17,606	680,887
Percent	84 %	3 %	11 %	3 %	100 %
1990 Average Daily Population					
Number	19,460	2,060	33,875	7,918	63,313
Percent	31 %	3 %	54 %	13 %	100 %
Average length of stay (days)	15	34	225	194	

Source: 1991 CIC Census

^a Juvenile admissions are based on a count of transactions, not individuals. Thus, some individuals were admitted more than once to detention in 1 year; likewise some individuals were admitted to more than one type of facility (e.g., detention center, reception center, and training school) in 1 year. Because CIC data are facility-based, not individual-based, we cannot determine the extent to which individual juveniles were counted as multiple admissions.

* Note: For all tables in this chapter, column N's (number of juveniles) may not equal total N's because some facilities did not respond to all items. (No attempt was made to adjust for nonresponse.)

Considerably fewer juveniles were admitted to ranches (17,606 or 3 percent), which hold 13 percent of the confined juveniles. Juveniles housed in ranches were confined approximately 1 month less on average than those housed in training schools (194 days). As expected, the average length of stay is much longer in training schools and ranches than in detention centers and reception centers.

The average length of stay in detention centers is primarily determined by court schedules and the availability of postdispositional placements. In reception centers, it is determined by the amount of time needed to assess juveniles and the availability of placement slots. In training schools and ranches, the average length of stay primarily depends upon the nature of the court disposition, the criteria and methods for determining release decisions, the levels of crowding, and the availability of postrelease commitments in the community.

Lengths of stay within facility types vary considerably. We do not have data on the distribution of individual lengths of stay. However, a sense of the variation can be obtained from differences in the average lengths of stay for individual facilities shown in Table 3-2. Although the average length of stay in detention centers was 15 days, nearly 20 percent of detention center discharges were from facilities with average stays of a week or less, while 6 percent were from facilities for which the average length of stay was more than a month. Similarly, while the average reception center stay was 34 days, 16

percent of discharges were from reception centers with an average stay of a week or less, and 6 percent were from centers with an average stay of roughly 2 to 6 months.

Table 3-2

**Percent of Discharges in 1990,⁴
by Average Length of Stay in Facility**

Distribution of Average Length of Stay	Detention Centers (N=589,717)	Reception Centers (N=16,610)	Training Schools (N=63,550)	Ranches (N=14,566)
1-7 days	19 %	16 %	0 %	0 %
8-14 days	36 %	1 %	0 %	0 %
15-30 days	39 %	28 %	0 %	7 %
31-60 days	6 %	49 %	5 %	4 %
61-180 days	0 %	6 %	39 %	49 %
181-270 days	0 %	0 %	29 %	20 %
271-365 days	0 %	0 %	15 %	7 %
1 year or more	0 %	0 %	12 %	13 %
Overall Average Length of Stay (days)	15	34	225	194

Source: 1991 CIC Census

Training schools and ranches, as noted previously, have much longer average stays. The average stay for discharges from training schools was about 7.5 months (225 days). However, 5 percent of training school discharges had average stays of 1 to 2 months,⁵ and 12 percent had average stays of 1 year or more. Juveniles discharged from ranches had an average stay of about 6.5 months (194 days), but 11 percent of discharges from ranches had average stays of less than 2 months, while 13 percent had average stays of a year or more.

Size of Facility Population. The median facility size ranged from 22 juveniles in detention centers to 86 juveniles in training schools. Training schools are the largest facilities, ranging in size from

⁴ As in Table 3-1, these data reflect the experience of juveniles discharged in the prior year, weighted by the number of juveniles discharged in that year.

⁵ For some jurisdictions, the shorter length of stay in training schools does not mean a release from the jurisdiction of the agency but may reflect a policy of short-term incarceration followed by a transfer to a community-based residential program.

6 to 868 residents.⁶ Ranches are generally smaller than training schools, ranging from a few to 150 juveniles.⁷

Table 3-3

Median Size and Range of Population Size of Juvenile Facilities

	Detention Centers (N=480)	Reception Centers (N=34)	Training Schools (N=290)	Ranches (N=180)	Total (N=984)
Average size of facility	43	78	127	48	70
Range in facility size	0-663	4-442	6-868	0-150	0-868
Median size of facilities	22	23	86	40	33

Source: 1991 CIC Census

The distribution of juveniles by facility population size is shown in Table 3-4. The majority of juveniles in detention centers and ranches are held in facilities with no more than 100 juveniles, and no ranches held more than 150 juveniles. By contrast, 62 percent of juveniles in training schools are held in facilities with more than 150 juveniles.

Governance. As shown in Table 3-5, 61 percent of confined juveniles are held in facilities operated by State agencies, 17 percent in private facilities, 12 percent in facilities operated by city or county executive agencies (such as the Department of Social Services or Department of Probation), and 9 percent in facilities operated by judicial agencies.

Juveniles held in detention centers are almost always in facilities that are under the supervision of either judicial, State, or regional agencies, while juveniles in reception centers and training schools are primarily in State facilities and sometimes in private agencies. Nearly half of all juveniles in ranches are under the supervision of private agencies, with most of the remaining juveniles confined to ranches governed by State and regional agencies.

Security Level. Some facilities are distinctly prison-like, with high fences, uniformed guards, frequent counts of juveniles, and living quarters that are locked at all times. Others are quite open, with little or no visible security. To give some rough sense of the character of facilities in this regard, we

⁶ Very few training schools hold as few as six juveniles. We found that some small self-identified training schools were actually residential treatment facilities that did not fit any of the other categories offered by the CIC census.

⁷ We use the 1-day population count as our measure of population size. The CIC census was conducted in February 1991. Some ranch programs do not operate during the winter and were empty at the time of the CIC census.

Table 3-4

Percent of Confined Juveniles by Size of Facility

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
1-20 juveniles	13 %	13 %	1 %	5 %	6 %
21-50 juveniles	24 %	11 %	7 %	32 %	15 %
51-100 juveniles	21 %	7 %	14 %	34 %	18 %
101-150 juveniles	11 %	11 %	16 %	29 %	16 %
151-250 juveniles	9 %	20 %	25 %	0 %	17 %
251-500 juveniles	16 %	38 %	23 %	0 %	18 %
501-868 juveniles	6 %	0 %	14 %	0 %	10 %

Source: 1991 CIC Census

Table 3-5

Percent of Confined Juveniles by Governing Agency

Facility Governance	Percent of Juveniles by Facility Type				Total (N=62,570)
	Detention Centers (N=19,690)	Reception Centers (N=2,612)	Training Schools (N=33,023)	Ranches (N=7,246)	
<u>Public</u>					
State					
Social/youth services	22 %	17 %	27 %	10 %	23 %
Juvenile corrections	12 %	32 %	32 %	15 %	24 %
Department of corrections	2 %	38 %	20 %	5 %	14 %
Local					
Judicial	26 %	0 %	1 %	4 %	9 %
City or county executive	35 %	0 %	0 %	16 %	12 %
Multijurisdictional	1 %	0 %	0 %	0 %	0 %
<u>Private</u>	3 %	13 %	19 %	49 %	17 %

Source: Mail Survey, 1991

have classified facilities based on perimeter fencing and the frequency with which living quarters are locked.⁸ Facilities that are surrounded by a 12-foot wall or fence and that lock living units 24 hours a day are classified as "maximum" security. Facilities that have either a 12-foot wall or fence or lock living units 24 hours a day (but not both) are classified as "medium" security. Facilities that do not have a 12-foot wall or fence and that lock living units only at night are "minimum" security; those that never lock living unit doors are classified as nonsecure.

Maximum: 12-foot wall or fence and living units locked 24 hours per day.

Medium: 12-foot wall or fence and living units not locked 24 hours per day or no 12-foot wall or fence, and living units locked 24 hours per day.

Minimum: no 12-foot wall or fence, and living units locked only at night.

Nonsecure: no 12-foot wall or fence, and living units never locked.

Security levels differ substantially among facility types (Table 3-6). Eighty-two percent of juveniles in detention centers are confined in maximum- or medium-security facilities (such as facilities with living units locked 24 hours a day), and the bulk of these are in medium-security facilities. By contrast, juveniles in training schools and reception centers are more equally distributed across the four categories, and 72 percent of juveniles in ranches are housed in nonsecure facilities.

Table 3-6
Percent of Confined Juveniles by Security Level

	Detention Centers (N=19,690)	Reception Centers (N=2,612)	Training Schools (N=33,023)	Ranches (N=7,246)	Total (N=62,570)
Nonsecure	12%	22%	30%	72%	29%
Minimum	6%	13%	24%	22%	15%
Medium	56%	24%	33%	6%	39%
Maximum	26%	19%	13%	0%	17%

Source: Mail Survey, 1991

Physical Setting. While detention centers and reception centers are generally located in urban areas, training schools and ranches are more likely to be operated in less populous areas. Approximately one-half of all juveniles confined in detention centers and reception centers are held in facilities in large urban areas (Table 3-7), while only 8 percent are held in rural areas. By contrast, 41 percent of

⁸ The CIC census asked facilities to classify their level of security on a scale of "strict," "medium," "minimum," or "none." However, the CIC census does not define these terms or provide guidance for this self-classification. We found that half of the facilities that classified themselves as having strict security on the CIC census did not have a 12-foot wall or fence.

juveniles confined in training schools and 73 percent of juveniles confined in ranches are in facilities located in rural areas.

Table 3-7

Percent of Confined Juveniles by Physical Setting

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
Big city	51 %	54 %	11 %	4 %	23 %
Suburb	19 %	26 %	21 %	13 %	20 %
Small city	22 %	11 %	27 %	9 %	23 %
Rural	8 %	8 %	41 %	73 %	34 %

Source: 1991 CIC Census

Dispositional Status. Given the purpose of each type of facility in the juvenile justice system, we would expect that detention centers would primarily hold detained juveniles and that almost all committed juveniles would be held in the three types of commitment facilities. Overall, these expectations are supported by our research, with two important exceptions (Table 3-8). Although 60 percent of juveniles in detention centers have not yet been adjudicated, 29 percent have been adjudicated and are awaiting placement. The remaining 11 percent have been committed to detention centers. This practice creates programming and separation challenges in detention centers.

Table 3-8

Percent of Confined Juveniles by Dispositional Status

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
Detained					
Pending	60 %	10 %	0 %	0 %	19 %
Adjudicated	29 %	33 %	0 %	0 %	10 %
Committed	11 %	54 %	96 %	91 %	68 %
Voluntarily admitted	0 %	3 %	4 %	9 %	3 %

Source: 1991 CIC Census

Judges have also ordered juveniles to be placed in reception centers for preadjudication assessments, rather than waiting to perform such assessments after adjudication and prior to placement in a long-term commitment facility; 10 percent of juveniles in reception centers are not yet adjudicated. The vast majority of juveniles in training schools and ranches are committed, although some juveniles in each type of facility are admitted voluntarily.

Delinquent Offense Type. The CIC census asked facilities for the number of juveniles confined for different types of offenses. In this study we consider eight categories of delinquent offenses:

Violent crimes: murder, non-negligent manslaughter, forcible rape, robbery, aggravated assault.

Other crimes against persons: negligent manslaughter, simple assault, sexual assault, etc.

Serious property crimes: burglary, arson, larceny/theft, motor vehicle theft.

Other property crimes: vandalism, forgery, counterfeiting, stolen property, unauthorized use of a motor vehicle.

Distribution of drugs: distribution of drugs (includes growing or manufacturing for the purpose of distributing).

Other drug-related offenses: possession, use, or driving under the influence of drugs (includes growing or manufacturing for self-use).

Technical probation or parole violators: violation of the terms of probation or parole (those charged with or adjudicated of a new offense are reported under other offense categories).

Public order/other: Alcohol-related offenses (drunkenness, liquor law violations, driving under the influence of alcohol); public order offenses (weapons offense, prostitution, commercialized vice, disorderly conduct, minor traffic offenses, curfew or loitering violations, offenses against morals and decency, and the like); other offenses not elsewhere categorized.

Juveniles may also be confined for status offenses, they may be voluntarily admitted, or they may be admitted for other reasons, such as family, emotional, or mental health problems. As shown in Table 3–9, 18 percent of juveniles are confined for violent crimes, 10 percent for other offenses against persons, 22 percent for serious offenses against property, and 5 percent for drug distribution. Another 5 percent are confined for other drug offenses, 7 percent for technical violations, and 11 percent for other offenses (mostly public order). Only 4 percent of juveniles are confined for status offenses.

The distribution of offense types is quite similar across facility types, with three exceptions. First, while nearly all juveniles are confined in facilities holding some violent offenders, the proportion of juveniles in ranches confined for violent crimes is noticeably smaller than that in other facility types.⁹ Second, the proportion of juveniles confined for technical violations or "other" offenses is much higher in detention centers than in other facilities. We expect that many of the juveniles detained for other offenses are generally placed in community corrections, given the less serious nature of the offenses and the lower concentration of those who commit these offenses in long-term confinement facilities.¹⁰

⁹ The proportion of juveniles confined in ranches for violent crimes is substantially lower in the South and Midwest, where violent offenders constitute 5 percent of juveniles confined to ranches.

¹⁰ A small percentage of juveniles placed in juvenile correctional institutions come from adult courts, but the CIC census does not collect data on the number of juveniles placed in this manner.

Finally, ranches are slightly more likely to hold status offenders and much more likely to hold juveniles who have been admitted voluntarily or for other reasons.

Table 3-9
Percent of Confined Juveniles by Offense Type

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
Status offenders	4%	4%	3%	7%	4%
Voluntary/other^a	2%	9%	6%	21%	7%
Delinquent offenders	94%	86%	91%	71%	89%
Violent crimes	18%	16%	19%	12%	18%
Other crimes against persons	9%	15%	12%	9%	10%
Serious property crimes	22%	19%	23%	19%	22%
Other property crimes	9%	13%	14%	13%	12%
Distribution of drugs	5%	5%	5%	4%	5%
Other drug-related offenses	4%	5%	5%	4%	5%
Technical violators	13%	5%	5%	4%	7%
Public order/other	14%	8%	8%	6%	11%

Source: 1991 CIC Census

^a This category includes juveniles admitted by parental request and those detained for dependency, neglect, abuse, emotional disturbance, mental retardation, etc.

Age. The population confined in juvenile facilities ranges in age from under 9 to over 20. Only 2 percent of confined youth are under 13, and only 3 percent are over 18 (Table 3-10).¹¹ Seventy-one percent of all juveniles are between the ages of 15 and 17. Juveniles in detention centers are less likely than those in other facility types to be over the age of 17.

¹¹ The 1991 CIC census asked for the number of juveniles under age 9, over age 20, and each year in between. A small number of juvenile facilities hold youth who were committed while juveniles until they reach the age of 21.

Table 3-10

Percent of Confined Juveniles by Age

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
Under 13	3%	3%	2%	4%	2%
13 years old	7%	5%	4%	5%	5%
14 years old	15%	10%	9%	14%	12%
15 years old	25%	22%	20%	21%	22%
16 years old	27%	24%	27%	24%	27%
17 years old	21%	21%	23%	22%	22%
18 years old	2%	8%	10%	8%	7%
Over 18	0%	7%	5%	2%	3%

Source: 1991 CIC Census

Relatively few juveniles are confined in facilities serving youth of similar ages. Juveniles in detention centers reflect a very wide range of ages; 57 percent of juveniles housed in detention centers are confined in facilities where the range in age is 6 or more years, and 93 percent are in facilities with an age range of at least 4 years (Table 3-11). Some larger State systems are able to operate gender- and age-specific training schools and ranches, but the majority of juveniles in training schools and ranches are in institutions with an age range of 4 years or more.¹² Many facilities separate youth into living units according to age in order to minimize contact between young and older residents and to protect younger juveniles from being harmed by older, larger residents.

Gender. Eighty-eight percent of the confined juvenile population is male; overall, males comprise 80 percent of the juveniles confined in co-ed facilities (data not shown). Males are more likely than females to be held in a single-sex facility across all facility types except detention centers (Table 3-12). Almost all juveniles in detention centers are held in co-ed facilities regardless of gender, but the other facility types are more likely to be gender-specific. Males in ranches are the most likely to be in a gender-segregated facility.

Race/Ethnicity. Among the confined population, 37 percent are white (not Hispanic), 44 percent are black (not Hispanic), 16 percent are Hispanic, 1 percent are Native American or Alaskan Native, and 2 percent are Asian or Pacific Islanders (Table 3-13). Juveniles in detention centers, reception centers, and training schools are more likely to be black, while those in ranches are more likely to be white.

¹² Tables 3-10 and 3-11 are based on actual age ranges rather than facility policy. Thus, some smaller facilities in particular may have a narrow age range by chance.

Table 3-11**Percent of Confined Juveniles by Range in Age of Facility Population**

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
0-2 years	3 %	1 %	3 %	15 %	5 %
3 years	4 %	6 %	21 %	19 %	15 %
4 years	18 %	12 %	21 %	23 %	20 %
5 years	18 %	49 %	32 %	24 %	27 %
6 years	24 %	11 %	14 %	6 %	16 %
7 or more years	33 %	21 %	9 %	13 %	17 %

Source: 1991 CIC Census

Table 3-12**Percent of Confined Juveniles by Gender Composition of Facility**

	Detention Centers	Reception Centers	Training Schools	Ranches	Total
Female	(N=2,550)	(N=116)	(N=3,646)	(N=581)	(N=6,892)
Single-sex facility	2 %	10 %	41 %	25 %	25 %
Co-ed facility	98 %	90 %	59 %	75 %	75 %
Male	(N=17,545)	(N=1,799)	(N=29,706)	(N=5,739)	(N=54,788)
Single-sex facility	3 %	68 %	74 %	89 %	53 %
Co-ed facility	97 %	32 %	26 %	11 %	47 %

Source: 1991 CIC Census

Table 3-13**Percent of Confined Juveniles by Race/Ethnicity**

	Detention Centers (N=19,490)	Reception Centers (N=2,080)	Training Schools (N=34,671)	Ranches (N=8,126)	Total (N=64,367)
White	35 %	35 %	37 %	41 %	37 %
Black	43 %	42 %	47 %	32 %	44 %
Hispanic ^a	19 %	19 %	13 %	23 %	16 %
Native American/ Alaskan Native	1 %	1 %	2 %	1 %	1 %
Asian/Pacific Islander	2 %	3 %	1 %	3 %	2 %

Source: 1991 CIC Census

^a Juveniles of Hispanic origin may be black or white.

Region. Thirty-four percent of the total population of confined juveniles are held in the West; 18 percent in the Northeast; 22 percent are in the Midwest; and the remaining 26 percent in the South (Table 3-14). The Northeast has a noticeably smaller percentage of confined juveniles held in detention centers (17 percent). Except in the West, the majority of juveniles are held in training schools. Juveniles in the West are less likely to be held in a training school (41 percent) and somewhat more likely to be held in a ranch than juveniles in other regions.

Table 3-14**Percent of Juveniles in Each Facility Type by Region**

	Northeast (N=11,806)	Midwest (N=14,294)	South (N=16,497)	West (N=21,770)	Total (N=64,367)
Detention centers	17 %	30 %	33 %	36 %	30 %
Reception centers	2 %	1 %	4 %	4 %	3 %
Training schools	69 %	63 %	52 %	41 %	54 %
Ranches	12 %	6 %	11 %	19 %	13 %
All Facilities	18 %	22 %	26 %	34 %	100 %

Source: 1991 CIC Census

Juveniles in the West, on average, are confined in larger facilities than in other regions, regardless of facility type (Table 3-15).

Table 3-15**Average Population in Facilities
by Facility Type and Region**

	Northeast (N=11,806)	Midwest (N=14,294)	South (N=16,497)	West (N=21,770)	Total (N=64,367)
Detention centers	66	134	69	243	153
Reception centers	21	34	163	336	217
Training schools	270	212	170	416	268
Ranches	74	39	44	93	99
Average	213	176	123	290	208

Source: 1991 Census

Note: Each number reflects the population of the facility in which the average juvenile resides. For example, nationally, the average juvenile is held in a facility with 208 residents on the day of the CIC Census.

Juveniles in the West are most likely to be housed in a maximum-security facility (Table 3-16). Fifty-four percent of juveniles in the West are housed in a maximum-security facility, compared with 14 percent in the Northeast, 12 percent in the Midwest, and 24 percent in the South. Fewer than 20 percent of confined juveniles in the South and West are held in nonsecure facilities, compared with 27 percent in the Midwest and 43 percent of those held in the Northeast.

Table 3-16**Percent of Confined Juveniles
by Security Level and Region**

	Northeast (N=19,690)	Midwest (N=2,612)	South (N=33,023)	West (N=7,246)	Total (N=62,570)
Nonsecure	43%	27%	17%	19%	24%
Minimum	20%	22%	13%	11%	16%
Medium	23%	39%	46%	16%	30%
Maximum	14%	12%	24%	54%	30%

Source: 1991 Mail Survey

Court Orders and Consent Decrees. Twenty-three percent of juveniles held in public facilities are confined in facilities operating under terms of a court order or consent decree (Table 3-17). Juveniles in public training schools and reception centers are much more likely to be confined in a facility operating under a court order or consent decree (34 percent and 65 percent, respectively), compared with public

detention centers and ranches (8 percent). Programming is the most frequently cited area covered by court orders and consent decrees for all facilities (65 percent), regardless of type. Disciplinary practices are also cited fairly frequently (34 percent), with detention centers and ranches citing these more often than other facility types. Detention centers are under court orders or consent decrees less frequently than training schools or ranches, but for a wider variety of reasons. More than 50 percent of detention centers reported orders or decrees for crowding, and nearly 40 percent reported orders or decrees for reasons related to staffing or physical plant problems.

Table 3-17

Percent of Juveniles Confined in Public Facilities^a Operating Under Court Orders or Consent Decrees, by Facility Type, 1991

	Detention Centers (N=17,788)	Reception Centers (N=1,785)	Training Schools (N=27,238)	Ranches (N=4,300)	Total (N=52,991)
Percent of Juveniles in Facilities Subject to Court Order or Consent Decree	8 %	65 %	34 %	8 %	23 %
Topics Covered	(N=1,423)	(N=1,160)	(N=9,261)	(N=344)	(N=12,188)
Disciplinary practices	44 %	20 %	33 %	47 %	34 %
Programming	57 %	88 %	64 %	53 %	65 %
Medical services	30 %	16 %	5 %	0 %	9 %
Crowding	53 %	21 %	11 %	0 %	16 %
Staffing	36 %	19 %	15 %	0 %	18 %
Food service	0 %	16 %	0 %	0 %	2 %
Physical plant	39 %	19 %	8 %	0 %	13 %
Fire hazard	2 %	18 %	4 %	0 %	5 %
Other	22 %	10 %	25 %	14 %	23 %

Source: 1991 CIC Census

^a The CIC Census does not collect data on court orders and consent decrees from private facilities. The percentages in this table are based on the population of juveniles held in public facilities.

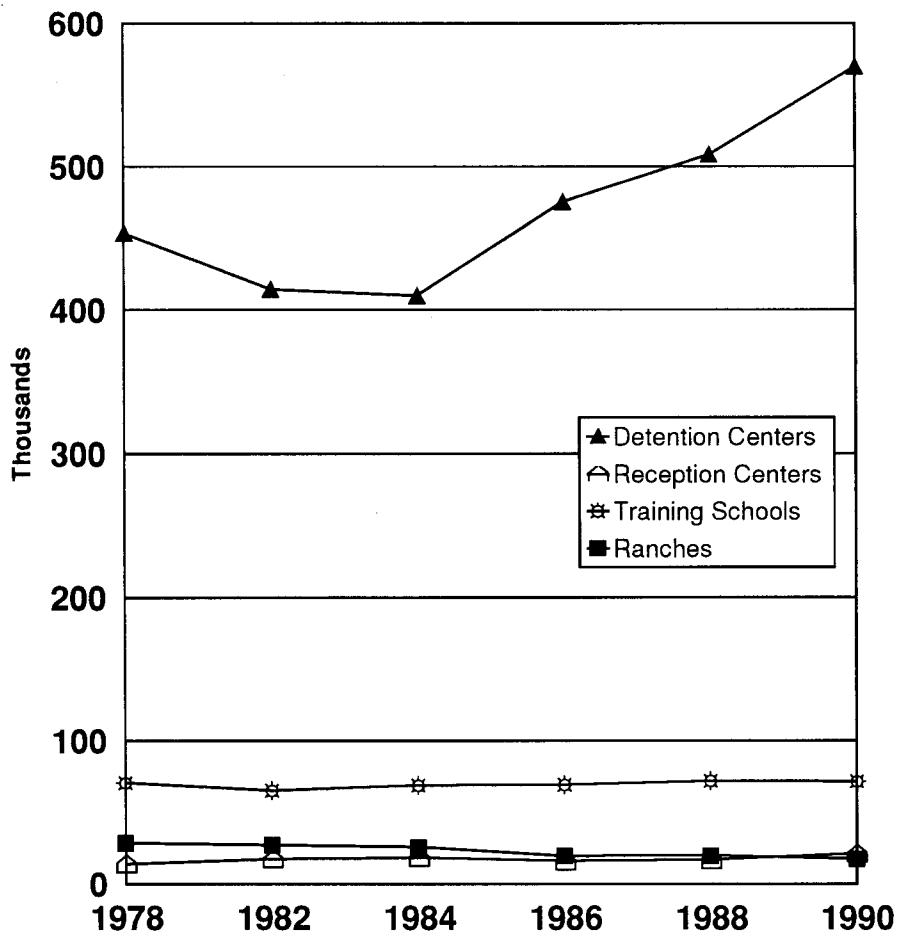
B. Trends in Juvenile Facilities and the Confined Juvenile Population

Published data provide information on trends in admissions from 1978 to 1990 and on the number of facilities and census-day populations from 1979 to 1991. More detailed data on populations are available for the censuses conducted between 1987 and 1991.

Admissions, Population, and Facilities: 1978 to 1991

Total Juvenile Admissions, 1978–1990. Juvenile admissions decreased between 1978 and 1984,¹³ and then began to climb in the mid-1980's, resulting in an overall growth of 20 percent over the entire 12 years (Figure 3–1).¹⁴ Overall growth can be accounted for by the increase in the number of admissions to detention centers, which received the bulk of admissions during this time period. Admissions to detention centers increased 26 percent from 1978 to 1990. Admissions to reception centers increased even faster, by 51 percent. In contrast, admissions to ranches fell 39 percent.

Figure 3–1
Number of Admissions to Juvenile Facilities
by Facility Type, 1978–1990



Sources: 1979, 1983, 1985, 1987, 1989, and 1991 CIC Censuses

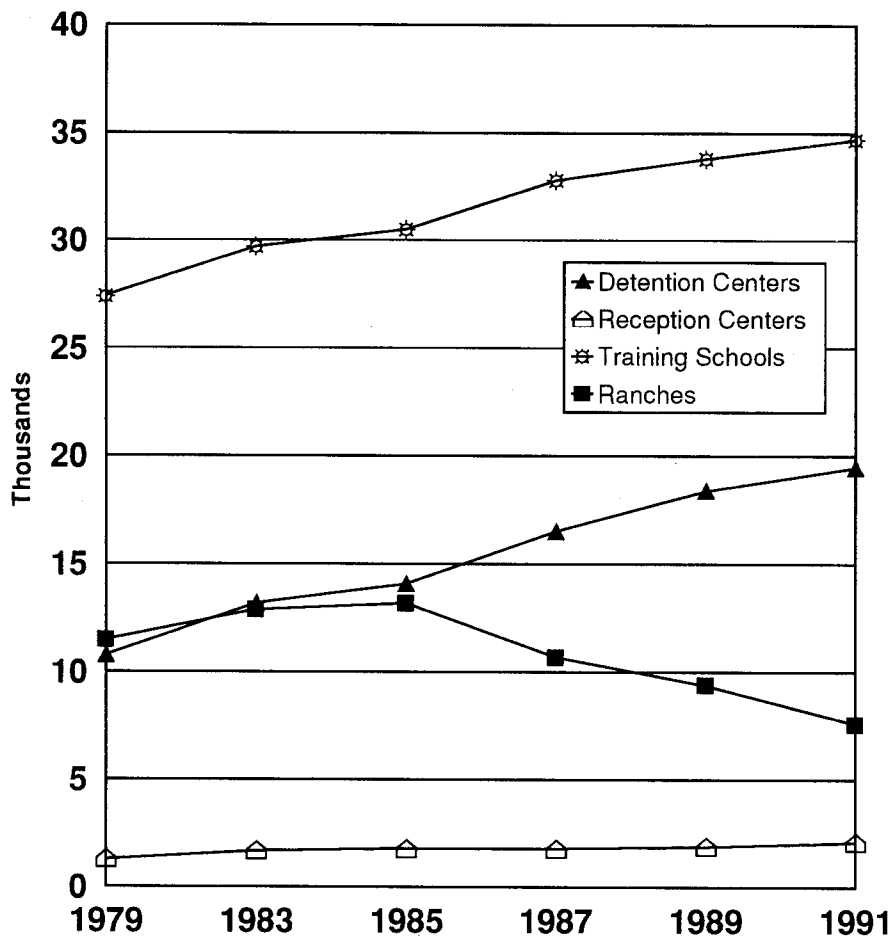
¹³ This decrease is due in large part to the removal of status offenders from detention centers in response to the Juvenile Justice and Delinquency Prevention Act of 1974.

¹⁴ OJJDP, *Children in Custody, 1975-1985: Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities, 1975, 1977, 1979, 1983, and 1985*, May 1989, Washington, D.C.: U.S. Department of Justice.

Total Number of Juveniles Confined on One Day, 1979–1991. One-day population figures are available for 1979 to 1991. These figures reflect the population of juveniles confined on a single day early in the year the census was taken,¹⁵ while admissions data reflect the number of juveniles admitted the year prior to the census. Overall, the confined population rose 26 percent between 1979 and 1991 (Figure 3–2). Detention centers experienced the biggest increase in the number of juveniles held (80 percent), followed by reception centers with an increase of 66 percent, and training schools with an increase of 27 percent. Unlike other facility types, the population in ranches declined 33 percent.

Figure 3–2

Number of Confined Juveniles Based on One-Day Count
by Facility Type, 1979–1991

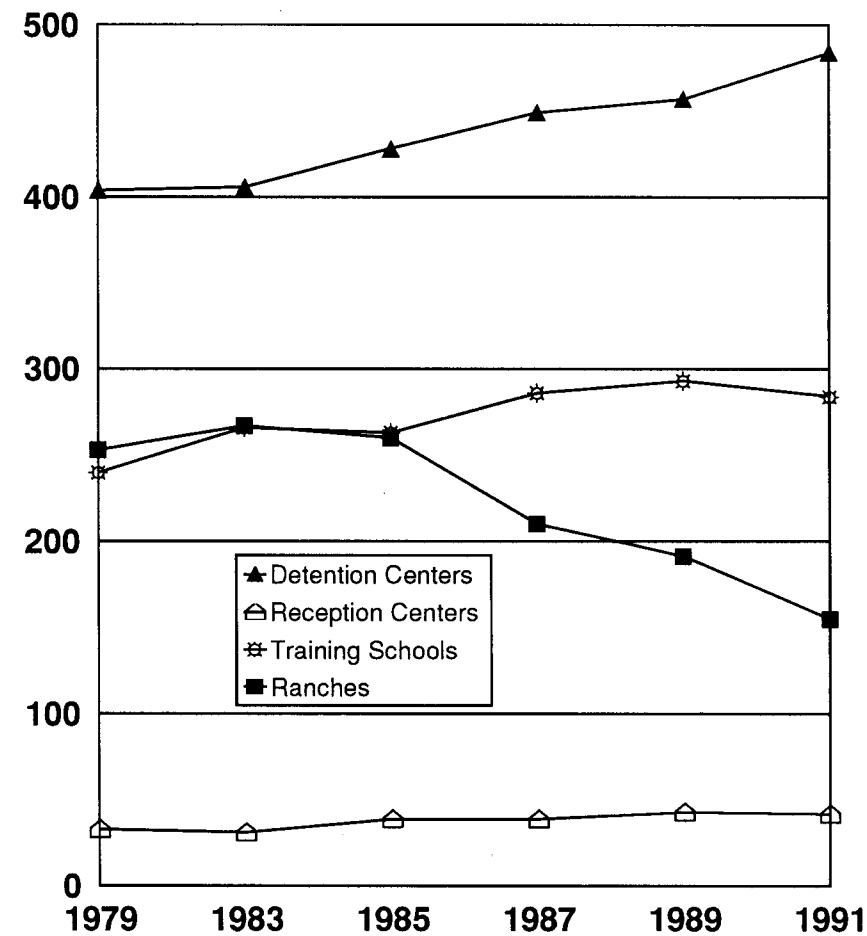


Sources: 1979, 1983, 1985, 1987, 1989, and 1991 CIC Censuses

¹⁵ The CIC census was conducted on December 31, 1979; February 1, 1983; February 1, 1985; February 15, 1987; February 15, 1989; and February 15, 1991. Fluctuations in 1-day counts are to be expected. For example, the count on December 31, 1979, was lower than the average daily population reported because of the timing of the study.

Total Number of Juvenile Facilities, 1979–1991. Between 1979 and 1991, the total number of juvenile facilities increased by 6 percent, from 930 to 984. As shown in Figure 3–3, this growth was not spread evenly across facility types. The number of detention centers grew 20 percent from 404 to 484. The number of training schools increased 18 percent, from 240 to 284. The number of ranches declined 39 percent, from 253 to 155, with most of the decline occurring between 1985 and 1991. The number of reception centers increased 18 percent, from 34 to 64.

Figure 3–3
Total Number of Juvenile Facilities, 1979–1991



Sources: 1979, 1983, 1985, 1987, 1989, and 1991 CIC Censuses

Recent Trends: 1986 to 1991

Average Population of Juvenile Facilities, 1987–1991. The average population of juvenile facilities increased 11 percent between 1987 and 1990 (Table 3–18). This increase was not uniform across facility types.¹⁶ The average population of detention centers and training schools increased slightly, while the average number of juveniles in reception centers grew 66 percent. The ranches in operation in 1991 had an average of 4 percent fewer juveniles than those in operation in 1987. This decrease in average population in ranches appears to be due mostly to larger ranches closing over this period, although some facilities have experienced a reduction in size.

Table 3–18

**Average Population of Facilities Confining Juveniles
by Facility Type, 1987–1991**

	1987 (N=965)	1991 (N=984)	Percent Change
Detention centers	37	43	+ 16 %
Reception centers	47	78	+ 66 %
Training schools	115	127	+ 10 %
Ranches	50	48	- 4 %
Total	63	70	+ 11 %

Source: 1987 and 1991 CIC Censuses

Average Duration of Confinement, 1986–1990. The CIC census data for 1987 and 1991 provide information on the average length of stay of all juveniles discharged in 1986 and 1990 (Table 3–19). As suggested by the comparison of population and admissions, there was very little change in the average length of stay in detention centers and training schools, whereas the average length of stay in reception centers and ranches fell.¹⁷

¹⁶ We are now shifting to an analysis of short-term trends between 1987 and 1991 because computer data on average daily population, average duration of confinement, and juvenile population characteristics are available only between those years.

¹⁷ Over long periods of time, changes in the ratio of population to admissions should reflect changes in the length of stay. The relationship is far from exact. The population figures shown in Figure 3–2 reflect a single day, not the average for all days. Recent increases in admissions would be expected to lead to temporary increases in population, especially for facilities with long lengths of stay. Differences in population and admissions growth suggest that average lengths of stay increased for all facility types between 1978 and 1990, and increased substantially (i.e., by perhaps as much as 20 to 40 percent) in detention centers and training schools. However, most of this increase appears to have occurred before 1986.

Table 3-19

**Average Duration of Confinement in Days for Juveniles Discharged,^a
by Facility Type, 1986 and 1990**

	1986 (N=575,205)	1990 (N=684,443)	Percent Change
Detention centers	14	15	+ 7%
Reception centers	43	34	- 21%
Training schools	226	225	0%
Ranches	226	194	- 14%

Source: 1987 and 1991 CIC Censuses

^a As in earlier analyses of average length of stay, these data reflect the average stay for the year prior to the census, weighted by the number of juveniles released in that year.

Court Orders and Consent Decrees. Juveniles in public facilities are increasingly likely to be held in facilities operating under court orders or consent decrees. In 1987, 11 percent of juveniles were held in such facilities (Table 3-20). By 1991 this percentage had doubled to 23 percent. The content of these orders and decrees has changed: The number of areas cited in facilities with court orders or decrees has decreased, and the areas covered have shifted slightly. Disciplinary practices and programming were cited frequently in both 1987 and 1989, although the percentage reporting an order or decree for disciplinary practices had decreased substantially over those 4 years. Overall, most areas were cited less frequently in 1991, compared with 1987: The only exceptions are programming and the "other" category. The overall trend is due in part to the decrease in the number of areas cited in each order or decree. Rather than citing facilities in many areas, current court orders and consent decrees appear to be more focused.

Trends in Population Characteristics, 1987-1991

Age. The age distribution of confined juveniles was generally stable between 1987 and 1991.

Gender. The percentage of confined juvenile males increased from 85 percent to 88 percent for all facilities from 1987 to 1991, up significantly from 78 percent in 1975.

Race/Ethnicity. The percentage of confined non-Hispanic white juveniles declined in all juvenile facilities from 47 percent in 1987 to 37 percent in 1991 (Table 3-21). The percentage of confined non-Hispanic black juveniles increased from 37 percent to 44 percent; the percentage of Hispanics increased from 13 percent to 17 percent; the percentage of Asians increased from 1 to 2 percent; and the percentage of Native Americans remained unchanged at 1 percent.

Table 3-20

Percent of Juveniles Confined in Public Facilities^a
With Court Orders or Consent Decrees in 1987, 1989, and 1991

	1987 (N=49,133)	1989 (N=51,878)	1991 (N=52,236)
Percent of Juveniles in Facilities Subject to Any Court Orders or Consent Decrees	11 % (N=5,404)	13 % (N=6,744)	23 % (N=12,014)
Number of Areas Cited			
1	12 %	53 %	59 %
2-5	70 %	39 %	37 %
6 or more	19 %	8 %	4 %
Areas Covered			
Disciplinary practices	75 %	46 %	34 %
Programming	69 %	42 %	65 %
Medical services	47 %	12 %	9 %
Crowding	46 %	34 %	16 %
Staffing	38 %	25 %	18 %
Food service	26 %	6 %	2 %
Physical plant	31 %	16 %	13 %
Fire hazard	19 %	8 %	5 %
Other	9 %	14 %	23 %

Source: 1987, 1989, and 1991 CIC Censuses

^a The CIC Census does not collect data on court orders and consent decrees from private facilities. The percentages in this table are based on the population of juveniles held in public facilities.

Between 1987 and 1991 the percentage of white juveniles decreased from 44 percent to 35 percent in detention centers, from 41 percent to 36 percent in reception centers, from 47 percent to 37 percent in training schools, and from 53 percent to 41 percent in ranches. Blacks accounted for most of the increase in the percentage of nonwhite juveniles in training schools and reception centers, while blacks and Hispanics contributed equally to the increase in detention centers, and Hispanics accounted for two-thirds of the increase in ranches. As a result of these changes, the racial/ethnic composition of ranches increasingly resembles that of the other facility types.

Table 3-21

**Percent of Confined Juveniles,
by Race/Ethnicity, 1987-1991**

	1987 (N=62,821)	1991 (64,367)
White	47%	37%
Black	37%	44%
Hispanic	13%	17%
Native American/Alaskan Native	1%	1%
Asian/Pacific Islander	1%	2%

Source: 1987 and 1991 CIC Censuses

Offense Types. The percentage of the juvenile population confined for property crimes decreased 6 percent between 1987 and 1991 (Table 3-22). The percentage of juveniles confined for status offenses and voluntary or other reasons also declined during this period. These declines directly correspond to an increase in the percentage confined for drug offenses and crimes against persons during that time. The increase in the percentage of juveniles confined for drug offenses occurred during the first 2 years of the period (1987 to 1989). The increase in the percentage of juveniles confined for crimes against persons occurred during the last 2 years (1989 to 1991).

Each type of facility experienced an increase in the percentage of juveniles confined for crimes against persons between 1987 and 1991: from 19 percent to 27 percent in detention centers, from 22 percent to 31 percent in reception centers, from 26 percent to 31 percent in training schools, and from 12 percent to 21 percent in ranches. These findings are consistent with longer trends in juvenile arrest data from 1980 to 1989; juvenile arrests for violent offenses increased 29 percent, while juvenile arrests for most property crimes dropped sharply.¹⁸

Analyses of juvenile arrest data also show a 27-percent decline in drug abuse arrests during the decade, despite a sharp increase after 1986. The recent increase in drug arrests after 1986 corresponds to the recent trend in the proportion of juveniles charged with drug offenses. The percentage of juveniles in detention centers charged with drug offenses increased between 1987 and 1989, then decreased between 1989 and 1991. Ranches also experienced a slight increase and then decrease in the percentage confined

¹⁸ See Snyder, Howard, *Arrest of Youth*, 1990, OJJDP Update on Statistics, January 1992.

Table 3-22

**Percent of Confined Juveniles,
by Offense Type, 1987-1991**

	1987 (N=62,821)	1991 (N=64,367)
Status offenders	7%	4%
Voluntary/other	9%	7%
Delinquent offenders		
Total	84%	89%
Violent crimes	13%	18%
Other crimes against persons	9%	10%
Serious property crimes	26%	22%
Other property crimes	14%	12%
Distribution of drugs	2%	5%
Other drug-related offenses	4%	5%
Technical violations	7%	7%
Public order/other	9%	11%

Source: 1987 and 1991 CIC Censuses

for drug offenses, while training schools and reception centers experienced a steady increase from 5 to 12 percent and from 8 to 12 percent, respectively.¹⁹

Summary of Trends

Juvenile facilities admitted more juveniles in 1990 than in any year since 1978. In terms of more recent trends, juveniles confined to detention centers on average stayed longer in 1990 than they did in 1986, while juveniles in the other types of facilities spent less time confined. The characteristics of the confined juvenile population have also changed in recent years: They are more likely to be male, to be minorities, and to be confined for a crime against persons or for distribution of drugs.

¹⁹ These figures suggest a need to modify the widely held perception among practitioners that juvenile drug crimes are currently responsible for the rising juvenile facility admissions and population. The increase in juveniles confined for drug offenses (specifically, for distribution of drugs) does equal the small 3-percent increase in the overall population from 1987 to 1991 but is less than the increase in juveniles confined for violent crimes. Further, it appears that detention for drug offenses did not increase after 1989.